

Posted June 18, 1999, at 12:30 p.m.

Order 99-6-17



**UNITED STATES OF AMERICA  
DEPARTMENT OF TRANSPORTATION  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C.**

Issued by the Department of Transportation  
on the 18<sup>th</sup> day of June, 1999

**Served: June 22, 1999**

**U.S.-CHINA AIR SERVICES**

**Docket OST-99-5539**

**ORDER TO SHOW CAUSE**

**SUMMARY**

By this order, we tentatively make additional frequency allocations for the next two years (*i.e.*, until April 1, 2001) for U.S.-China scheduled air services as follows: six weekly frequencies to Federal Express Corporation, six weekly frequencies to Northwest Airlines, Inc., and five weekly frequencies to United Air Lines, Inc.

**BACKGROUND**

On April 8, 1999, representatives of the United States and the People's Republic of China (China) signed a Protocol that amends the U.S.-China Air Transport Services Agreement. The Protocol provides for the expansion of U.S.-carrier services in the market in phases beyond the 27 weekly frequencies authorized prior to the new agreement as follows:

- (a) effective April 1, 1999, designated U.S. airlines may operate a total of eight additional weekly frequencies;
- (b) effective April 1, 2000, designated U.S. airlines may operate a total of nine additional weekly frequencies; and
- (c) effective April 1, 2001, the U.S. may designate a fourth U.S. carrier and the designated U.S. carriers may operate a total of ten additional weekly frequencies.

The additional frequencies may be operated by designated airlines on Routes A and B.<sup>1</sup> On Route A, any designated U.S. airline may operate combination and all-cargo services with full traffic rights between any point or points in the United States, via Tokyo or another point in

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<sup>1</sup> The Agreement limits the number of U.S. carriers that may be designated on Route A to two and on Route B to one. Currently, Northwest and United are designated on Route A, and Federal Express is designated on Route B.

Japan, to Shanghai, Guangzhou, Beijing.<sup>2</sup> The new agreement amends Route A to permit service from any point(s) in the United States rather than specific U.S. gateways as provided for under the old agreement and further provides that two additional points in China may be selected by the United States, from among Chinese airports open to scheduled international operations. On Route B, the designated U.S. airline may operate all-cargo services with full traffic rights between any point or points in the United States, via any intermediate points, to any point or points in China open to scheduled international operations, and beyond to points outside China.<sup>3</sup> Under the terms of the new agreement, the frequency increases available April 1, 1999 (8 frequencies) and April 1, 2000 (9 frequencies) and the expansion of new gateways in China on Route A at this time are available only to the currently designated airlines—Northwest, United, and Federal Express.

By Notice dated April 14, 1999, the Department solicited applications from the three U.S. carriers eligible to use the total of 17 frequencies available in 1999 and 2000.<sup>4</sup> Federal Express, Northwest, and United filed applications to use the 17 available frequencies, requesting a total of 32 frequencies. Since the applications request more frequencies than are available, we must allocate the available frequencies among the applicants.

## APPLICATIONS

Federal Express requests an allocation of all eight of the frequencies available April 1, 1999, and six of the nine frequencies available April 1, 2000, for all-cargo service in the U.S.-China market. Northwest requests an allocation of seven of the eight frequencies available April 1, 1999, and four of the nine frequencies available April 1, 2000. United requests an allocation of seven of the nine frequencies available April 1, 2000. See the attached Appendix for a summary of the carriers' applications and a brief description of the carriers' current service in the U.S.-China market.

Federal Express states that it would use the eight frequencies available now to add immediately a new daily on-line express service to both Beijing and Shanghai (via Tokyo), including some service to Subic Bay (Federal Express' AsiaOne hub), and new service to Shenzhen, a point in southern China. It would use the six frequencies available April 1, 2000, to add daily service between Subic Bay, the Philippines, and Shenzhen, linking that segment with its round-the-world flight, which currently operates from the United States to Federal Express' European hub at Paris, and then on to Dubai (United Arab Emirates), Bombay (India), Bangkok (Thailand), and its

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<sup>2</sup> The new agreement consolidates two routes under the old agreement into Route A. With respect to flights operated via Japan on Route A, the new agreement limits the number of flights that may operate with fifth-freedom traffic rights between Japan and China to 39 weekly frequencies.

<sup>3</sup> In addition, the Protocol provides for incremental increases of additional points in both countries that may be served under code-share arrangements between designated Chinese airlines and any U.S. airline. Applications for authority to make use of the expanded provisions of the agreement for code-share services will be handled separately, and those rights are not the subject of this order. Currently, America West Airlines, American Airlines, Continental Airlines, Delta Air Lines, and Northwest hold authority to serve the U.S.-China market under code-share arrangements with Chinese airlines.

<sup>4</sup> In that notice, we stated that we would invite applications for the fourth U.S.-carrier designation and the ten additional weekly frequencies available April 1, 2001, at a later date.

AsiaOne hub at Subic Bay, and back to the United States.<sup>5</sup> Federal Express also states that it has been limited to serving the two principal destinations in China—Beijing and Shanghai—without the frequencies necessary to maintain daily on-line express service to either one and as a result it has been unable to integrate fully these important Asian destinations into its AsiaOne express distribution network. In addition, Federal Express states that the lack of frequencies for all-cargo service has resulted in an imbalance between air express/freight and combination services that has left the express/freight market significantly less developed than the passenger market in China.

Northwest states that it would use the seven frequencies available now as follows: two frequencies to inaugurate nonstop Detroit-Shanghai combination service, three frequencies to provide expanded Detroit-Tokyo-Shanghai combination service, and two frequencies to inaugurate all-cargo service between Chicago/Seattle/Anchorage and Shanghai via Tokyo.<sup>6</sup> With respect to its request for four frequencies that are available April 1, 2000, Northwest states that it would use one of those frequencies to provide additional nonstop Detroit-Shanghai service, one to provide expanded Detroit-Tokyo-Beijing service, and two to provide additional all-cargo service between Chicago/Anchorage and Shanghai via Tokyo. Northwest argues that its combination service proposals would increase intergateway competition in the U.S.-Shanghai and U.S.-China markets, where currently the vast majority of U.S.-Shanghai/China service is operated from either Los Angeles or San Francisco. In addition, Northwest argues that it needs the requested combination frequencies in order to become competitive with United since United currently holds the majority of the U.S.-China frequencies and is already able to provide daily service to both Shanghai and Beijing. Finally, Northwest argues that the all-cargo frequencies it has requested would provide significant public benefits by introducing a new all-cargo carrier into the U.S.-China market to compete with Federal Express.

United states that it would use the seven requested frequencies available April 1, 2000, to operate daily nonstop service in the San Francisco-Shanghai market. United argues that those services would benefit passengers throughout its system by creating one-stop connections to China over its San Francisco hub and that those services would also offer important benefits to cargo shippers in the U.S.-China market by offering cargo capacity on each flight. In addition, United argues that since it is precluded under the Agreement from operating service in the U.S.-China market on a code-share basis with All Nippon Airways, it needs the seven frequencies requested to remain competitive with Northwest which operates a total of 17 weekly frequencies to China—nine with its own aircraft and eight under a code-share arrangement with Air China.

## **RESPONSIVE PLEADINGS**

Responsive pleadings to the applications were filed by all three applicants, DHL Airways, Inc., Emery Air Freight Corporation, Expeditors International of Washington, Inc., the City and County of San Francisco (San Francisco), the City of Chicago (Chicago), the Detroit

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<sup>5</sup> Federal Express uses daily express service to mean that the flights would operate six days per week.

<sup>6</sup> In the winter of 1999-2000 and thereafter on a year-round basis, one of the three Detroit-Tokyo-Shanghai frequencies requested would be used to inaugurate Honolulu-Tokyo-Shanghai combination service.

Metropolitan Wayne County Airport (Detroit), the State of Alaska (Alaska), the State of Hawaii (Hawaii), and the Transportation Trades Department (AFL-CIO).<sup>7</sup>

Federal Express argues that the U.S.-China market is so heavily imbalanced in favor of Northwest and United that they can offer more cargo capacity with their existing combination services than Federal Express can offer with its all-cargo services. In this regard, Federal Express argues that it needs sufficient frequencies (the eight frequencies it requested that are available now) to be able to offer daily service to China because only it lacks the authority to operate daily service to China, while Northwest (through a combination of its own service and its code-share arrangements) and United are able to offer daily service to both Beijing and Shanghai. Also, Federal Express argues that the 6 frequencies it requested that are available April 1, 2000, would enable it to provide daily service to Shenzhen in southern China that would stimulate significant additional express and freight traffic to that region. Federal Express argues that its air express/cargo services offer significantly more public benefits than traditional all-cargo services by offering integrated intermodal deliveries to important Chinese industrial centers beyond the three cities in China it would serve and that contrary to comments made in this case it also offers services geared specifically toward the freight forwarder community, including containerized shipment programs. Federal Express further argues that to the extent Northwest and United want to operate all-cargo services, the Agreement permits both carriers to do so at anytime within their existing frequency allocations without obtaining additional frequencies. Finally, Federal Express argues that all of the applicants have had sufficient time to prepare their applications and to provide evidence to support their service proposals and that the Department should make the awards of frequencies without further procedures.

Northwest argues that it needs additional frequencies simply to be able to operate daily service to both Beijing and Shanghai, services that United already provides, and that the importance of offering daily service—a factor acknowledged by both Northwest and United—clearly weighs in favor of allocating additional frequencies to Northwest. Also, Northwest argues that Detroit is a superior and more valuable gateway to China than is San Francisco because service via Detroit is shorter and more convenient from most U.S. points than is service via San Francisco. In addition, Northwest argues that while Air China's flights on which Northwest displays its code are a valuable supplement to Northwest's service from Detroit, the Air China flights operate to Los Angeles and San Francisco, neither of which is a Northwest hub, and none of those flights provides Northwest with the ability to sell Japan-China service, whereas all 14 of United's China flights carry fifth-freedom traffic to and from Japan. Further, Northwest argues that granting

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<sup>7</sup> Many of the pleadings submitted were not filed in accordance with the procedural deadline set forth in the Department's April 14 Notice. Thus, motions for leave to file otherwise unauthorized documents accompanied a number of the pleadings. We will grant all such motions. Each of the applicants also submitted letters of support from various local, state, and congressional parties.

Federal Express' request for 14 of the 17 available frequencies would allocate too many of the limited U.S.-China frequencies to all-cargo service.<sup>8</sup>

United argues that San Francisco is ideally located as a gateway to Shanghai for the U.S. cities where 95 percent of the traffic is concentrated, offering online nonstop or one-stop service to 86 percent of the U.S.-Shanghai traffic, compared with 39 percent at Detroit. Also, United argues that Northwest should receive less priority than United in the allocation of additional frequencies because in frequency-restricted markets, such as U.S.-China, the Department has previously concluded that carriers such as Northwest, which have access to frequencies operated by their code-share partners, should receive less priority in the allocation of new frequencies than carriers lacking such code-share opportunities, such as United.<sup>9</sup> In addition, United argues that allocation to Federal Express of the 14 frequencies it has requested for all-cargo service would be unfair to passengers who deserve to participate in the public benefits available under the U.S.-China agreement. Further, United states that if it is awarded seven additional frequencies it would move its two current daily flights from San Francisco (one to Beijing and one to Shanghai) to provide daily one-stop service (via Tokyo) in the Chicago-Beijing and New York-Shanghai markets.

DHL Airways filed comments in support of Northwest's application. DHL states that it competes with Federal Express for U.S.-China express and small package shipments by using the cargo capacity of other carriers and that the new all-cargo services proposed by Northwest in the Chicago-Shanghai market as well as the new combination services proposed by Northwest in the Detroit-Shanghai market would offer useful additional capacity for DHL shipments.

Emery and Expeditors International also support the application of Northwest, arguing that as freight forwarders and expeditors, they depend on the services of direct air carriers to transport their freight and that Northwest's proposal to use nose-loading B-747 freighter aircraft on its all-cargo flights in the U.S.-China market would better meet the needs of their freight customers than Federal Express' smaller MD-11 aircraft. Emery also states that it supports Northwest because Northwest would provide the most new U.S.-China cargo capacity, would give the highest priority to Emery's shipments, would offer the most favorable pricing plan for Emery's shipments, and would serve the China all-cargo market from a new U.S. gateway (Chicago) that is convenient to Emery's Dayton hub.

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<sup>8</sup> In addition, Northwest filed two procedural requests. The first was for the release of relevant international data from the Department's passenger Origin-Destination Survey (O&D data). The second was to strike United's application, or institute further procedures, because of additional information that United included in its April 29 consolidated reply. All interested parties, including United, have had the opportunity to file responsive comments to Northwest's procedural requests. All interested parties also have had a full opportunity to comment on the United pleading with which Northwest took issue. Indeed, since the filing of Northwest's requests, we have received successive rounds of pleadings, all of which we have agreed to accept into the record. We note that in its latest submission, Northwest urged the Department to act quickly to reach a decision in this proceeding. Given the current Northwest position and the fact that all parties have had a full opportunity to comment on all issues raised in this case, we are persuaded that the record in this case is complete and shall dismiss Northwest's procedural requests.

<sup>9</sup> United cites the *1998 U.S.-Brazil Combination Service Case*, Docket OST-98-3863 (United's Consolidated Reply at 11).

San Francisco supports the application of United, arguing that a critical need exists for daily nonstop service by a U.S. carrier in the San Francisco-Shanghai market because San Francisco has the largest Chinese-American community in North America and has vibrant and dynamic ethnic and business ties with Shanghai.

Chicago supports United's application for seven additional weekly frequencies, citing United's commitment to operate daily one-stop service in the Chicago-Beijing market. Chicago states that such service would be an attractive alternative to Northwest's Detroit-Beijing service for travelers from Chicago and many of the Midwest and central states.

Alaska supports the applications for frequencies for all-cargo operations by Federal Express and Northwest, urging the Department to give all-cargo services the highest priority in awarding new frequencies for U.S.-China service. Alaska argues that Federal Express and Northwest both use Anchorage as a gateway for all-cargo service to China and that Anchorage is a more efficient and economical gateway for all-cargo service than any other hub in the U.S.

Detroit supports the application of Northwest, arguing that with a total of 11 new frequencies Northwest would provide at least daily service between Detroit and both Beijing and Shanghai, something San Francisco already has today. Detroit argues that daily service to both Beijing and Shanghai would provide substantial benefits to the traveling and shipping public in the eastern and Midwestern U.S. and would provide significant benefits to both the Detroit and Michigan economies.

Hawaii supports the application of Northwest, arguing that Northwest's proposal will link Shanghai, the commercial center of China, to Honolulu, one of the most important gateways to Asia in the U.S. Hawaii also urges the Department to consider carefully the impact of any awards of frequencies in this case on the continuation of Hawaii's existing Honolulu-Shanghai connecting service (via Tokyo). In this regard, Hawaii states that United has expressed concern that Honolulu would lose its only daily one-stop connecting service to Shanghai if United were forced to use existing frequencies in order to provide its proposed new nonstop service in the San Francisco-Shanghai market.

The AFL-CIO argues that since Federal Express currently has a monopoly as the only U.S. all-cargo, fully integrated carrier in the U.S.-China market, it should not be granted any additional frequencies for U.S.-China all-cargo services, especially in light of the fact that Federal Express does not have a collective bargaining relationship with its employees. Also, the AFL-CIO argues that the proposals of Northwest and United, both carriers with longstanding collective bargaining relationships with their employees, would serve the public better than the proposal of Federal Express.

## **TENTATIVE DECISION**

We have tentatively decided to award the 17 weekly frequencies at issue as follows: six weekly frequencies to Federal Express (four weekly frequencies that are available now and two weekly frequencies that become available April 1, 2000), six weekly frequencies to Northwest (four weekly frequencies that are available now and two weekly frequencies that become available April

1, 2000), and five weekly frequencies to United (all from the pool of frequencies that become available April 1, 2000).

The United States Government has worked diligently to increase the opportunities for U.S. carriers to expand their air services between the United States and China, recognizing the need for additional air transportation options for both passengers and freight shippers in this valuable Asian market. In this regard, the new aviation agreement between the two countries provides for a doubling in the weekly frequencies (from 27 to 54) that U.S. carriers may operate over the next several years. For this year and next year, 17 additional weekly frequencies are available for allocation among the three designated carriers. Those three carriers have requested a total of 32 additional weekly frequencies, reflecting not only the pent-up demand for service in this market, but also the confidence these carriers have that the U.S.-China market is able to support additional service.

We tentatively find that each of the three applicants has submitted a credible proposal for using its requested frequencies and upgrading its current service in the U.S.-China market. We also tentatively find that each carrier's proposal would provide significant public benefits for the traveling and shipping public, and that no proposal is markedly superior to the others in this critical area. These considerations, coupled with the limited number of frequencies available, support our tentative conclusion that the public interest would be served best by ensuring that all three carriers are provided a significant opportunity to expand their services in the market. In the circumstances in this case that means allocating the available additional frequencies as equally as possible among the three carriers—six to Federal Express, six to Northwest, and five to United. This approach fairly balances the needs of the passenger and all-cargo segments of the market for additional services and also takes into consideration the needs of the three carriers for additional frequencies to expand their operations and to balance the competitive structure of the U.S.-China market.

Specifically, our proposal is to award Federal Express and Northwest each a total of six weekly frequencies from the 17 weekly frequencies available over the next two years. Both carriers have requested frequencies from the pool of eight available now and the pool of nine available April 1, 2000. Since the combined allocations to Federal Express and Northwest under our proposed awards exceed the total number of frequencies available this year, we will draw from each pool of frequencies to complete each carrier's total allocation. Given our tentative findings above that the services of both carriers would benefit the public, we have tentatively decided that both should be allocated an equal number of frequencies from each of the available pools. Thus, each carrier would receive four frequencies from the eight available now, affording each carrier the opportunity to implement a significant portion of its proposal immediately; and two frequencies each from the nine available April 1, 2000, thereby facilitating expansion of services within the next year. Since United, on the other hand, requested frequencies only from the pool available next year, our proposed allocation of frequencies to it would be from the pool available next year. We note that under this approach, both Federal Express and Northwest, the carriers with fewer current frequencies than United, would be able to expand their U.S.-China services sooner than United, thus improving each carrier's competitive posture in the market.

Federal Express currently operates four weekly flights on a linear routing serving Beijing and Shanghai. The proposed award of six additional weekly frequencies to Federal Express would give the carrier a total of ten weekly frequencies over the two-year period. The allocation would expand significantly the availability of all-cargo service in the U.S.-China market, affording freight shippers the same convenient patterns of service available for passenger services. With ten weekly frequencies, Federal Express would also be in a position to provide six-day-per-week service to both Beijing and Shanghai and, thus, offer the benefits of its integrated air express/freight services between the U.S. and both Beijing and Shanghai, the two principal destinations in China.<sup>10</sup>

The proposed award of six additional weekly frequencies to Northwest would give that carrier a total of 15 weekly frequencies over the two-year period. With 15 weekly frequencies, Northwest would be able to operate daily service between Detroit and both Beijing and Shanghai, as the carrier proposed, in competition with the services now operated by United. The expanded Detroit services would also promote intergateway competition by affording connecting passengers additional choices for daily service in the principal U.S.-China markets. In addition, Northwest would also be able to operate expanded combination services at Detroit or Honolulu as proposed or all-cargo service, service also included in its application.

The proposed award of five additional frequencies to United would give the carrier a total of 19 weekly frequencies and would enable it to operate new nonstop service in the San Francisco-Shanghai market at least five days per week, in addition to its current daily one-stop services (via Tokyo) each to Beijing and Shanghai. The addition of five new nonstop flights in the U.S.-Shanghai market would offer an important service upgrade in that market, since currently only one-stop service is available to Shanghai.

In making these tentative allocations, we have fully considered the service and structural arguments raised by the parties. In particular, Federal Express, Alaska, and several of the indirect carrier parties have argued for priority for all-cargo services, since the majority of the U.S.-China frequencies are now being used for combination services. Federal Express and Northwest also argue for greater allocations from the available pool because they hold fewer frequencies than United. United has argued that it needs an allocation to compete effectively in the market with Northwest given Northwest's code-share services with Air China.

While no carrier has been awarded all of the frequencies it requested, we believe that our proposed allocations best balance the combined needs for expansion of all-cargo and combination services and a more competitive market structure in the U.S.-China market. In addition, we believe that on balance our proposed allocations best address the public interest needs and objectives of this proceeding.

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<sup>10</sup> The carrier could, for example, operate four weekly flights each to Beijing and Shanghai and also operate two weekly flights serving both Chinese points as all four of its current flights are operated. Those flights may also serve Shenzhen should Federal Express choose to do so as proposed in its service plan.



## **ECONOMIC AUTHORITY**

Consistent with our standard practice in the U.S.-China market, we propose to allocate the frequencies here for services in the U.S.-China market without restriction as to the type or routing of services operated, thereby affording the carriers the flexibility to respond to changes in demands of the market.<sup>11</sup> Furthermore, in the event we make final our tentative award of frequencies to Federal Express, Northwest, and United, the frequencies allocated would be subject to our standard 90-day dormancy condition, wherein frequencies will be deemed dormant and will automatically revert to the Department for reallocation if they are not operated for 90 days, except where service in the market is seasonal. The dormancy period for the frequencies awarded to Federal Express and Northwest that are available now would begin on the date of service of a final order in this case. The dormancy period for the frequencies awarded to Federal Express, Northwest, and United that are available April 1, 2000, would begin on that date.

## **ACCORDINGLY,**

1. We tentatively allocate 17 additional weekly frequencies for U.S.-China services as follows: (a) six frequencies to Federal Express Corporation for all-cargo services—four frequencies that are available now and two frequencies that become available April 1, 2000; (b) six frequencies to Northwest Airlines, Inc., for combination and/or all-cargo services—four frequencies that are available now and two frequencies that become available April 1, 2000; and (c) five frequencies to United Air Lines, Inc., for nonstop combination services beginning April 1, 2000;
2. We direct all persons to show cause why we should not issue an order making final our tentative findings and conclusions;
3. We direct interested persons wishing to comment on our findings and conclusions, or objecting to the issuance of the order described above, to file their comments or objections with the Department, Dockets, Docket OST-99-5539, U.S. Department of Transportation, 400 Seventh Street, SW, Room PL-401, Washington, D.C. 20590, no later than 10 calendar days from the date of service of this order; answers thereto shall be filed no later than 5 calendar days thereafter;<sup>12</sup>
4. If no objections are filed, we shall deem all further procedural steps to have been waived, and will proceed to enter a final order;
5. We grant all motions for leave to file otherwise unauthorized documents in Docket OST-99-5539;
6. We dismiss the motion of Northwest Airlines, Inc., for release of international origin-destination survey data for use by the parties in Docket OST-99-5539;

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<sup>11</sup> However, given the fact that the Agreement limits the number of combination service frequencies that may be operated via Japan with fifth-freedom traffic rights and the fact that United states that it is willing to accept an allocation of frequencies that would be restricted to nonstop service, we propose to condition the frequencies awarded to United to operations on a nonstop basis only.

<sup>12</sup> The original submission is to be unbound and without tabs on 8½" x 11" white paper using dark ink (not green) to facilitate use of the Department's docket imaging system. Submissions may also be sent using the Electronic Submission capability at the Dockets DMS web site, <http://dms.dot.gov>.

7. We dismiss the request of Northwest Airlines, Inc., to strike the application and/or consolidated reply of United Air Lines, Inc., in Docket OST-99-5539; and

8. We will serve this order on Federal Express Corporation; Northwest Airlines, Inc.; United Air Lines, Inc.; DHL Airways, Inc.; Emery Air Freight Corporation; Expeditors International of Washington, Inc.; the City and County of San Francisco; the City of Chicago; Wayne County, Michigan and the Detroit Metropolitan Wayne County Airport; the State of Alaska; the State of Hawaii; the Transportation Trades Department (AFL-CIO); the Ambassador of Peoples Republic of China in Washington, D.C.; the U.S. Department of State (Office of Aviation Negotiations); and the Federal Aviation Administration (AFS-220).

By:

**A. Bradley Mims**

Acting Assistant Secretary for Aviation  
and International Affairs

(SEAL)

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**Summary of Applications for U.S.-China Frequencies  
Docket OST-99-5539**

<b>Applicants</b>	<b>Current Service</b>	<b>1999 Frequencies</b>	<b>2000 Frequencies</b>
Total Frequencies	<b>27 weekly frequencies now allocated</b>	<b>15 Requested 8 Available</b>	<b>17 Requested 9 Available</b>
Federal Express	<b>4 weekly frequencies</b> (all-cargo)  Anchorage/San Francisco-Tokyo-Beijing-Shanghai-Subic Bay-Tokyo-Anchorage	<b>8 Frequencies Requested</b>  To provide six-day-per-week all-cargo service to both Beijing and Shanghai, via Tokyo, with some flights also serving Shenzhen and Subic Bay	<b>6 Frequencies Requested</b>  To provide six-day-per-week all-cargo service to Shenzhen, via Subic Bay and connecting to Federal Express' round-the-world service via Europe
Northwest	<b>9 weekly frequencies</b>  <b>Combination Service</b> Daily service Detroit-Beijing ( 5 nonstop and 2 via Tokyo)  2 weekly Detroit-Tokyo-Shanghai and return flights  <b>All-Cargo Service</b> <b>None</b>	<b>7 Frequencies Requested</b>  <b>Combination Service</b> 2 for additional nonstop Detroit-Shanghai service  3 for additional Detroit-Tokyo-Shanghai service  Beginning in winter 1999-2000 and continuing thereafter, 1 frequency will be used to start Honolulu-Tokyo-Shanghai service  <b>All-Cargo Service</b> 2 for new Chicago/Seattle/Anchorage-Tokyo-Shanghai service	<b>4 Frequencies Requested</b>  <b>Combination Service</b> 1 for additional nonstop Detroit-Shanghai service  1 for additional Detroit-Tokyo-Beijing service  Beginning in winter 1999-2000 and continuing thereafter, 1 frequency will be used to start Honolulu-Tokyo-Shanghai service  <b>All-Cargo Service</b> 2 to expand Chicago/Anchorage-Tokyo-Shanghai service
United	<b>14 weekly frequencies</b> (combination service)  7 weekly San Francisco-Tokyo-Beijing 7 weekly San Francisco-Tokyo-Shanghai	<b>None</b>	<b>7 Frequencies Requested</b>  To start daily nonstop San Francisco-Shanghai combination service.